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SAN FRANCISCO
DEPARTMENT OF CITY PLANNING

LAND USE SECTION OF THE MASTER PLAN

- I. THE CITY-WIDE LAND USE PLAN
- II. THE CITY-WIDE URBAN RENEWAL PLAN

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LAND USE SECTION OF THE MASTER PLAN
OF THE CITY AND COUNTY OF SAN FRANCISCO

I. City-wide land use plan.

DOCUMENTS

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"The master plan . . . shall include a land use plan showing the proposed general distribution and the general location and extent of housing, business, industry, recreation, education, and other categories of public and private uses of land, and recommended standards of population density and building intensity."

Section 116, Charter of the City and County of San Francisco.

LAND USE SECTION OF THE MASTER PLAN

I. THE CITY-WIDE LAND USE PLAN

A. Objectives of the City-wide Land Use Plan

The City-wide Land Use Plan of San Francisco is designed as a general guide to the attainment of the following objectives:

1. Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all families and by providing adequate open spaces and appropriate community facilities.
2. Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.
3. Organization of the two principal functional parts of the city -- the working areas and the community areas -- so that each may be clearly distinguished from but complementary to the other, and so that the economic, social, and cultural development of the city may be furthered.
4. Protection, preservation, and enhancement of the economic, social, cultural, and esthetic values that establish the desirable quality and unique character of the city.
5. Coordination of the varied pattern of land use with public and semi-public service facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors.
6. Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.
7. Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.

I The City-wide Land Use Plan

B. Principles of the City-wide Land Use Plan

The City-wide Land Use Plan is concerned with the city as a whole, and indicates generally how public and private land can be used best to promote the objectives of the plan.

The following principles are integral and basic elements of the City-wide Land Use Plan:

1. The natural division of the city into two distinct functional areas -- one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities -- should be recognized and encouraged.
2. The division of the two functional parts of the city into four working areas and twelve residential community areas should be recognized for planning purposes, with boundaries between such areas defined where practicable by traditionally accepted topographic or naturally formed limits or by the location of existing or proposed trafficways or open spaces.
3. A population holding capacity should be established for the city based on desirable and feasible density standards.
4. A population density pattern for the residential communities of the city should be established as a basis for determination of the location and extent of public and private facilities required to serve the community areas.
5. The pattern of desirable population densities should provide throughout the city opportunity for a wide range of building types to serve a variety of family sizes and income levels, without undue congestion in any one area.
6. The distribution of each category of population density as established in the standards of the City-wide Land Use Plan should be guided by topographic and transportation considerations, as follows:
 - a. high density on easily accessible hilltops and ridges, along the edges of permanent open spaces and in closest proximity to public transit routes and major thoroughfares and to community business centers;
 - b. medium density on the slopes of hills and in proximity to public transit and secondary thoroughfares and to neighborhood shopping districts;
 - c. low density on the most nearly level land and on land most distant from primary transportation routes.
7. Each of the community areas of the city should be defined and limited in extent to serve as an economic, social, and physical sub-unit of the city as a whole.

I The City-wide Land Use Plan

8. Within each residential community area the public and semi-public facilities, such as a high school, junior high school, and play-field, should be grouped wherever possible into community centers easily accessible to all residents of the area.
9. The commercial facilities which serve all the residents of a community area should be assembled and compactly grouped into business centers convenient to but not directly on major traffic-ways and adjacent to the community centers.
10. Land for public and commercial facilities in each community area should be provided in proportion to the prospective population which will obtain under the standards of the city-wide Land Use Plan.
11. The working areas of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, or distribution.
12. The working areas of the city should be related to the traffic-ways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region.

C. Standards of the City-wide Land Use Plan

Residential Density Standards

1. Three categories of population density per net acre -- low density, medium density, and high density -- are used in the designation of the residential density pattern.
2. Population densities in each category should not exceed, on the average, the following number of persons per net acre:
 - a. low density: 55 persons per net acre.
 - b. medium density: 110 persons per net acre.
 - c. high density: 220 persons per net acre.

Community and Neighborhood Commercial Area Standards

3. Area for commercial facilities serving the needs of the population of the city resident in the community areas should be provided at the rate of approximately three-quarters of an acre to one acre of commercial land for each 1000 inhabitants of the city.
4. Commercial land should be provided in sufficient quantity to permit community areas to have one or more community business districts of a size adequate to support a full range of commercial services for residents within a one-mile radius.

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I The City-wide Land Use Plan

5. Neighborhood shopping districts should provide those types of retail shopping and personal service facilities which are used most frequently and should be distributed throughout the city so as to have a service radius of 1/4 to $\frac{1}{2}$ mile depending upon the population density and topography of the area served.

D. Description of the City-wide Land Use Plan

The City-wide Land Use Plan, recorded on Plate 1 which is included as a part of this document, is a generalized plan indicating on a city-wide basis the principal land uses in each part of the city, and the pattern of residential densities.

The Working Areas

The most significant division in the city expressed by the City-wide Land Use Plan is that distinguishing the working areas from the community areas. Except in a few isolated instances, the entire range of commercial and industrial activities of city-wide importance is confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land is allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services, 3) Light Industry, and 4) General Industry.

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown apartment and hotel quarters. Surrounding this district on three sides is the primary area devoted to and designated for Business and Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. Examples of these are the automobile sales and servicing establishments along Van Ness Avenue, and the varied wholesale activities south of Market Street. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas.

The Community Areas

The City-wide Land Use Plan indicates the population density distribution for the city in a relatively detailed manner indicating the way in which the city should continue to develop with a mixture of low-medium-and high-density dwelling types in each community area.

Average densities differ for two main groups of community areas. The outer districts are predominately low-density areas, with small amounts of medium density and very little high density indicated. The community areas closer to the center of the city have a much higher average density, distributed with particular regard to topography, available open space, land values, and view potential. Thus, the indicated high-density areas follow ridges and slopes and look over areas of medium and low density for the most part, in accordance with the principles of the plan. On the other hand, certain low-density areas on Russian Hill, Pacific Heights and on the slopes of Twin Peaks and Mount Sutro are recognized and retained in the plan. In most cases these

I The City-Wide Land Use Plan

are stable, well-maintained areas and provide necessary balance to offset the surrounding high density use of the land.

In general, the plan indicates a spread of population densities to encourage a variety of residential building types in both central and outlying areas and to encourage a more even distribution of the population throughout the city on the basis of desirable space and density standards.

The Commercial Districts

Indicated also on the City-wide Land Use Plan are the general locations of major shopping centers. Modifications to existing business areas are proposed to provide more compact and efficient centers, with off-street parking facilities.

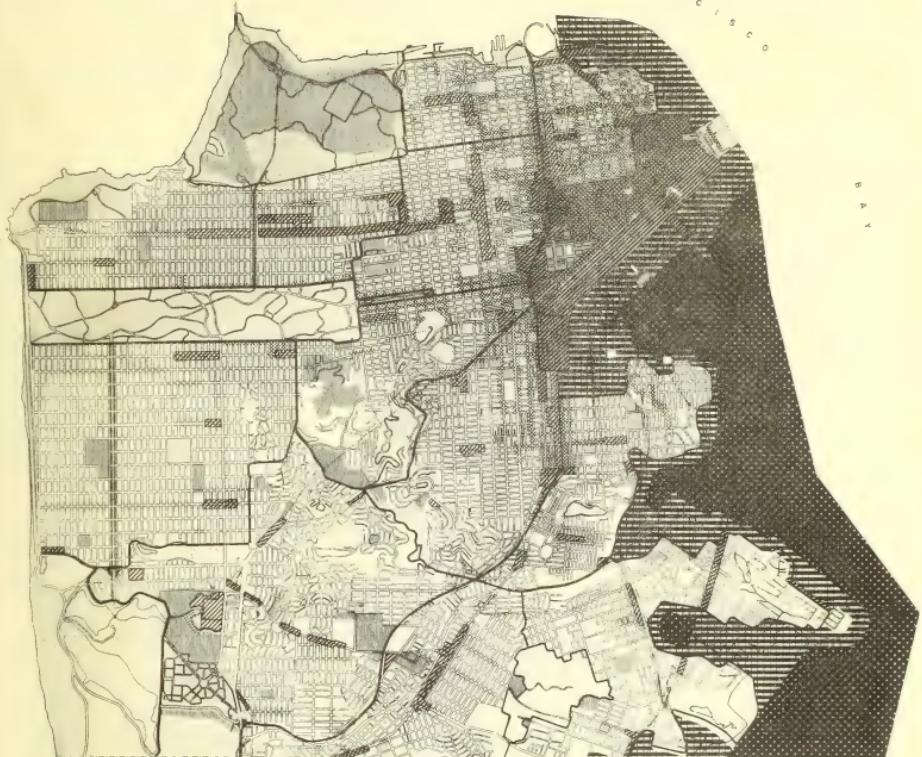
The City-Wide Open and Institutional Areas

The open areas shown on the map are existing and proposed parks, major existing and proposed playgrounds, reservoirs and other public properties which have some city-wide significance and the private golf courses at Lake Merced.

The areas that are shown as "Institutions" are those occupied by or reserved for large groups of buildings of a public or semi-public nature. They include junior and senior high school sites, the sites of City College of San Francisco, San Francisco State College, San Francisco College for Women and the University of San Francisco; Laguna Honda Home, Youth Guidance Center, City and County Hospital, several large parochial high schools, the University of California Medical Center and the Civic Center.

The Visual Aspects of the City-Wide Land Use Plan

The City-wide Land Use Plan also emphasizes certain proposals and intentions that affect the beauty and general attractiveness of the city environment. The spacing of densities, the locations of parks and other public facilities, and proposals regarding commercial areas are intended not only to satisfy the objectives and principles of the land use plan leading to a more convenient and efficient environment, but also to enhance the natural and architectural amenities that are important elements in the quality of the city. Thus, many of the aims set forth in the plan are based in part on the visual possibilities inherent in the striking topography and in the diverse yet compact character of the city.



LAND USE SECTION OF THE MASTER PLAN OF SAN FRANCISCO

CITY-WIDE LAND USE PLAN

LOW DENSITY RESIDENCE
 MEDIUM DENSITY RESIDENCE
 HIGH DENSITY RESIDENCE
 OPEN AREA
 INSTITUTION

MAJOR SHOPPING
 BUSINESS AND SERVICES
 DOWNTOWN
 LIGHT INDUSTRY
 GENERAL INDUSTRY
 COMMUNITY BOUNDARY

THIS PLAN WAS ADOPTED BY RESOLUTION NUMBER 4120 ON JANUARY 29, 1953, AND AMENDED BY RESOLUTION NUMBER 4863 OF THE CITY PLANNING COMMISSION AT A MEETING HELD ON APRIL 10, 1958

RECOMMENDED

James R. D. Burch
DIRECTOR OF PLANNING

APPROVED

P. D. Lippincott

CHIEF PLANNER

SECRETARY

LAND USE
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PLATE

LAND USE SECTION OF THE MASTER PLAN

II. THE CITY-WIDE URBAN RENEWAL PLAN

A. Objectives of the Urban Renewal Plan

The City-Wide Urban Renewal Plan is designed as a guide to the attainment of the following objectives:

1. A classification of the entire city into stable areas and areas where the different elements of the urban renewal program - conservation, rehabilitation, and redevelopment - will most appropriately apply.
2. A program of urban renewal that will prevent the spread of blight that will rehabilitate areas that are salvable making them sound and healthy neighborhoods; that will clear and redevelop areas that are non-salvable slums.

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B. Definition of Terms

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Planning Department

Urban Renewal - This is a program that uses all available public and private devices for revitalizing the city. The goal of urban renewal is to provide a better environment for living and working in the city and to eliminate blight and slums and the conditions which cause them. There are three general categories of urban renewal, each employing a combination of techniques.

Conservation - This is a program that seeks to protect basically sound areas and structures from blighting influences, that seeks to preserve them in a safe and sound state through strict enforcement of housing, building, zoning and other related codes and through the provision of public facilities in accordance with the Master Plan that will stimulate improvements to neighborhood environment and amenities. Some conservation measures are applied area by area in a program of planned area inspections, while others are applied to the city at large in the form of annual inspections, complaint inspections, hazard inspections and inspections of new construction. In addition to the enforcement and public facilities aspects of conservation, it is anticipated that concurrent efforts will be undertaken by neighborhood associations and city-wide citizen's groups to stimulate over-all neighborhood improvements above and beyond the code requirements.

Rehabilitation - This is a program that seeks to restore to good condition areas of the city which contain structures and facilities that are below standard. Such buildings should be structurally sound and should constitute appropriate uses of the land. The goal of rehabilitation is to produce healthy areas by removing the causes of blight. This is to be accomplished through planned efforts to relieve traffic congestion, to provide parks, playgrounds and schools, to reorganize the street pattern where feasible, to facilitate the rehabilitation or replacement of deteriorated structures, and to eliminate inappropriate land uses through public powers.

Redevelopment - This is a program that seeks through public powers to clear and re-build areas that are so deteriorated or so badly arranged that they can only be improved through clearance of most existing structures and the provision of new buildings, new uses, new street patterns and new public facilities.

Stable - The term "stable area" is applied to those areas of the city that are basically sound, where the present condition of the structures is satisfactory and where there are adequate public facilities in good condition. Such areas would not be the subject of any of the preceding programs except the normal surveillance provided by the city in the administration of its zoning, housing, building and other related codes.

C. Principles of the Plan

The method by which areas have been designated either as redevelopment, rehabilitation, conservation or stable areas is subject to the following principles:

1. Areas that are presently officially designated as redevelopment areas should be recognized in the plan.
2. Areas where there is an incompatible mixture of land uses on the basis of the City-Wide Land Use Plan (e.g. residential structures in industrial areas) and where normal development is retarded thereby should be designated for redevelopment.
3. Areas where the present development consists of temporary war housing should be designated for redevelopment.
4. Areas where study has shown that the present development qualifies as a non-salvable slum or as blighted or as incompatible with the adopted City-Wide Land Use Plan should be designated for redevelopment.
5. Areas where study has shown that the age, character, quality and maintenance of private structures and public facilities are below the standard for sound, healthy neighborhoods, but do not qualify as non-salvable slums, or as blighted areas should be designated for rehabilitation. The predominant existing land uses in such areas should be consistent with the City-Wide Land Use Plan.
6. Those areas where study has shown that the age, character, quality and maintenance of private structures and public facilities are of an average that contributes to a basically sound and healthy neighborhood should be designated for conservation.
7. Those areas where study has shown that the age, character, quality and maintenance of private structures and public facilities are of an average that contributes to a superior neighborhood should be designated as stable.

D. Criteria Used in the Plan

The criteria that determine the quality and appropriateness of private structures and public facilities in the city which, in turn, determine the classification of different areas of the city for redevelopment, rehabilitation, and conservation programs or as stable are contained in a wide range of documents and studies, published and unpublished, and made by agencies of the City and the Federal Government. Among these are:

1. The Census of Housing, 1950, published by the Bureau of the Census
2. Housing and Neighborhood Conditions in San Francisco, a classification of areas for urban renewal, published by the San Francisco Department of City Planning, September 1955, largely based on the Census of Housing.
3. Planning Area studies, carried out by the San Francisco Department of City Planning 1955-1958 consisting of maps of existing land use at the time of the study, the age of the structures by periods, the exterior maintenance of structures, street grades, circulation and transit, zoning under the old and new zoning ordinances, and a development plan for each Planning Area.
4. The adopted City-Wide Land Use Plan as amended in 1958.
5. The Zoning Ordinance for the City and County of San Francisco as adopted in November, 1959.
6. The Housing Code for the City and County of San Francisco.
7. The Building Code for the City and County of San Francisco.
8. Conversion Studies carried out by the Urban Renewal Division of the Department of Public Works and a map showing for each block the percentage of residential structures converted to a greater number of dwelling units.
9. An Economic Feasibility of Rehabilitation Study carried out by the Urban Renewal Division.
10. Studies carried out by the Department of City Planning of Vacant Land and New Construction in the period 1948-1959.
11. Studies carried out by the Department of City Planning in collaboration with the departments involved to determine the need for and location of parks and recreation areas, libraries, schools, firehouses, health centers, and police facilities.

The data, standards and plans included in these and other reports, studies, documents, and codes are all integrally related to the classification of each area of the city in terms of the Urban Renewal program.

E. Description of the Plan

For planning and data gathering purposes the City of San Francisco has been divided into twelve residential communities and four working areas. These areas, in turn, have been divided into planning areas. To facilitate description of the plan the classification of renewal areas is noted below on the basis of the planning areas without reference to specific boundaries for the renewal program. These are shown on Plate 2: The City-Wide Urban Renewal Plan.

It should also be noted that the type of program to be carried on within any of the areas classified for different renewal programs might include a combination of measures: i.e. rehabilitation and conservation or redevelopment and rehabilitation. Support for any of these programs might be federally or locally sponsored.

Planning Areas	Treatment
<u>Community One - Outer Richmond</u>	
1. Point Lobos	Conservation
2. Golden Gate	Conservation, Stable
3. Balboa	Conservation
<u>Community Two - Richmond</u>	
1. Mountain Lake	Rehabilitation, Conservation, Stable
2. Presidio Heights-Laurel Hill	Rehabilitation, Conservation, Stable
3. Arguello	Rehabilitation, Conservation, Stable
<u>Community Three- Marina</u>	
1. Marina-Cow Hollow	Conservation, Stable
2. Marina-Pacific Heights	Rehabilitation, Conservation, Stable
<u>Community Four - Russian Hill-North Beach</u>	
1. Russian Hill	Rehabilitation, Conservation
2. North Beach - Telegraph Hill	Rehabilitation, Conservation
3. Nob Hill	Rehabilitation, Conservation, Stable
<u>Community Five-Western Addition</u>	
1. Alta Plaza	Redevelopment, Rehabilitation, Conservation, Stable
2. Lafayette Park	Redevelopment, Rehabilitation, Conservation
3. Geary-Hayes Valley	Redevelopment, Rehabilitation, Conservation
4. Lone Mountain	Redevelopment, Rehabilitation, Conservation
<u>Community Six - Buena Vista-Twin Peaks</u>	
1. Haight-Ashbury	Redevelopment, Rehabilitation, Conservation, Stable
2. Duboce	Redevelopment, Rehabilitation, Conservation, Stable
3. Twin Peaks	Conservation, Stable
<u>Community Seven - Mission</u>	
1. Eureka Valley	Rehabilitation, Conservation
2. Dolores	Redevelopment, Rehabilitation, Conservation
3. Noe Valley	Rehabilitation
4. Upper Noe	Redevelopment, Rehabilitation, Conservation
5. Diamond Heights	Redevelopment, Rehabilitation, Conservation

Planning Areas	Treatment
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<u>Community Eight-Potrero-Bernal</u>	
1. Potrero-Precita Valley	Redevelopment, Rehabilitation, Conservation
2. Potrero Hill	Redevelopment, Rehabilitation, Conservation
3. Bernal Hill	Rehabilitation, Conservation
<u>Community Nine-Bayshore</u>	
1. McLaren Park-Portola	Rehabilitation, Conservation
2. Silver Terrace	Rehabilitation, Conservation
3. Hunter's Point	Redevelopment, Rehabilitation, Conservation
4. Bay View Park	Rehabilitation, Conservation
5. Visitation Valley	Redevelopment, Rehabilitation, Conservation
6. Sunnydale	Conservation
<u>Community Ten-Outer Mission</u>	
1. North Cayuga	Rehabilitation, Conservation
2. North Excelsior	Rehabilitation, Conservation
3. South Excelsior	Rehabilitation, Conservation
4. Crocker-Amazon	Rehabilitation, Conservation
5. South Cayuga	Rehabilitation, Conservation
6. Alemany	Rehabilitation, Conservation
<u>Community Eleven - West of Twin Peaks</u>	
1. Forest Hill - West Portal	Conservation, Stable
2. Mount Davidson	Conservation, Stable
3. Sunnyside	Conservation, Stable
4. Monterey	Stable
5. Ocean View	Rehabilitation, Conservation
6. Junipero Serra	Conservation, Stable
7. Merced Heights	Conservation, Stable
8. Parkmerced	Stable
9. Lakeshore	Conservation, Stable
<u>Community Twelve - Sunset</u>	
1. Ocean Beach	Rehabilitation, Conservation
2. North Sunset	Rehabilitation, Conservation
3. Sunset Heights	Rehabilitation, Conservation, Stable
4. Central Sunset	Conservation
5. Parkside	Conservation, Stable
6. West Parkside	Conservation, Stable
7. West Sunset	Conservation

Planning Area	Treatment
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<u>Working Area W</u>	
1. North Embarcadero	Redevelopment, Rehabilitation, Conservation
2. Downtown	Redevelopment, Rehabilitation, Conservation
3. Civic Center	Redevelopment, Rehabilitation, Stable
<u>Working Area X</u>	
1. Rincon Hill	Rehabilitation
2. South of Market	Redevelopment, Rehabilitation
3. Division	Redevelopment, Rehabilitation
<u>Working Area Y</u>	
1. China Basin	Rehabilitation
2. Channel	Rehabilitation
3. Central Basin	Redevelopment, Rehabilitation, Conservation
<u>Working Area Z</u>	
1. Islais Creek	Rehabilitation, Conservation
2. India Basin	Redevelopment, Rehabilitation
3. South Basin	Rehabilitation, Conservation
4. Double Rock	Redevelopment, Rehabilitation, Conservation
5. Candlestick	Redevelopment, Rehabilitation

